

77 02300

Los Angeles Dept. of city
planning

City planning LA

INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

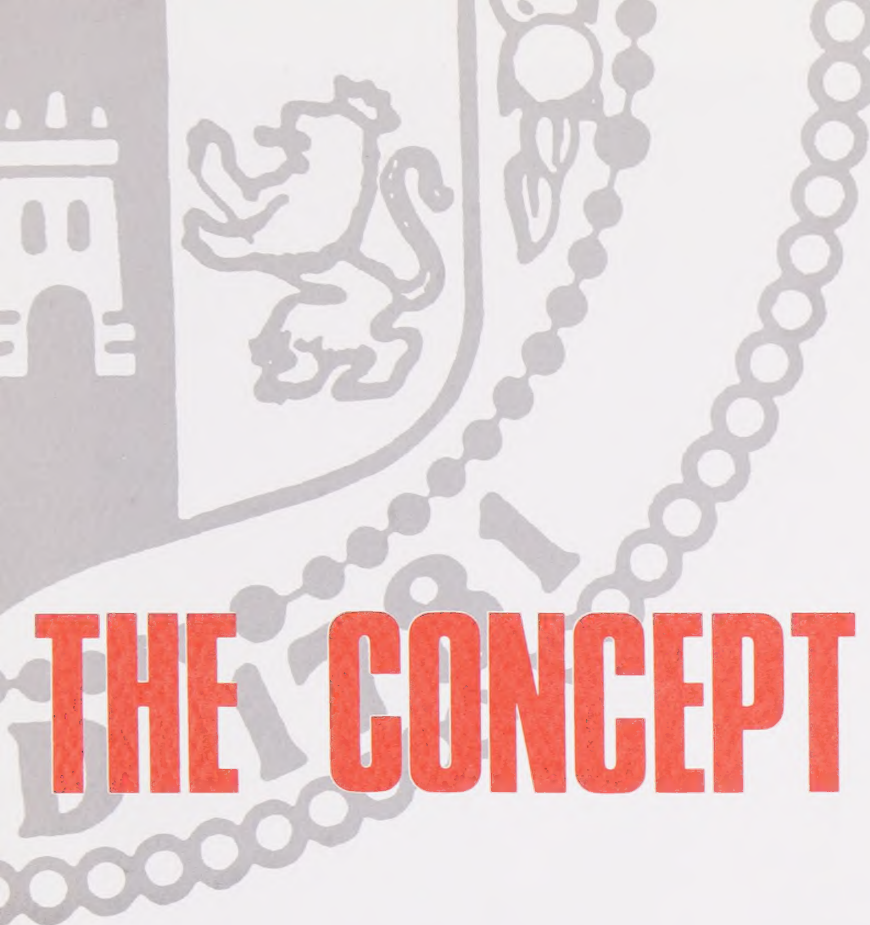
FEB 7 1977

UNIVERSITY OF CALIFORNIA



CONCEPT LOS ANGELES

THE CONCEPT OF THE LOS ANGELES GENERAL PLAN



THE CONCEPT

○ LOS

CONCEPT OF THE LOS ANGELES GENERAL PLAN

This Concept is a part of the General Plan for the City of Los Angeles. It consists of this text and the diagram on the reverse side.

PURPOSE

As provided by the Los Angeles City Charter, the General Plan is a comprehensive declaration of purposes, policies and programs for the development of the City. The General Plan includes a Land Use Element, a Circulation Element, a Service-Systems Element and an Environmental Element. It is presented by means of this Concept, a 20-Year Citywide Plan and a number of technical elements and local area (community) plans. The General Plan serves as a basic and continuous reference in planning, coordinating and regulating public and private development of the City.

The Concept declares the intent of the City government toward the future form and long-range development of the City of Los Angeles. It is the basis for the subsequent more detailed portions of the General Plan.

The Concept relates the City of Los Angeles to the metropolitan region. This long-range portion of the General Plan must relate to the region, because urban issues, problems and opportunities do not recognize political boundaries.

OBJECTIVES OF THE GENERAL PLAN

1. Preserve the low-density residential character of Los Angeles, except where higher density Centers are encouraged; protect stable single-family residential neighborhoods from encroachment by other types of uses; rehabilitate and/or rebuild deteriorated single-family residential areas for the same use; help make single-family housing available to families of all social and ethnic categories.
2. Provide maximum convenience for the occupants of high and medium density housing (apartments); locate the bulk of such housing within, or near to, concentrations of urban facilities and employment opportunities; help make high and medium density housing available to persons of all social and ethnic categories.
3. Provide employment opportunities and commercial services at locations convenient to residents throughout the City; reserve suitable and adequate lands for industrial and commercial uses; help make Los Angeles a desirable location for industry and business.
4. Provide adequate transportation facilities for the movement of people and goods; provide a choice of transportation modes; alleviate traffic congestion; optimize the speed and convenience of all transportation modes; achieve economy and efficiency in the movement of goods.

ANGELES GENERAL PLAN

5. Provide needed public services to all persons and businesses; achieve economy, flexibility and efficiency in the provision of services, both those furnished by the City of Los Angeles and those furnished to Los Angeles citizens by other governmental jurisdictions; provide suitable sites for public facilities at locations convenient to their users.
6. Provide facilities for leisure time activities at locations readily accessible to all persons; furnish local recreational services; develop specialized recreational facilities; preserve the ocean shoreline and other comparable recreational resources for public use.
7. Conserve the City's natural resources and amenities; preserve open space; protect outstanding geographical features; minimize all forms of environmental pollution including air pollution, water pollution, noise, and visual pollution.
8. Enhance the quality of the City's physical environment; integrate all aspects of the City's development through the application of urban design principles; establish the identity of the various communities of the City; preserve historical and cultural features; control the placement of commercial signs; provide landscaping where it serves or enhances the physical environment.
9. Balance population growth with available facilities, services and amenities for a productive, healthy and desirable environment.

GENERAL FEATURES OF THE CONCEPT

Population growth is not necessary for the achievement of this Concept. In the long term, the future population growth of the City is uncertain. If this growth continues, the rate may be substantially below rates of growth which have occurred in the past. The plan provides that such growth as does occur can be accommodated through proper land use control and other policy implementation techniques. It provides that low-density areas predominantly in single-family use be preserved. Major Centers of residence and business served by public transportation form a major component of the plan.

The extent of the development of Centers depends primarily upon achieving a restructuring of the City as new facilities are constructed and obsolete ones are replaced. Furthermore, the Centers are dependent upon the catalytic effect of the development of a transportation system of adequate capacity and of other facilities and services which will enable the Centers to function as healthy and desirable environments for living and working and as focal points for adjacent communities.

The Concept features five basic components:

1. "Suburbs" comprised predominantly of protected single-family residential areas.
2. "Centers" with a high intensity of varied urban activities: residential, commercial, cultural, recreational, and appropriate industrial uses.

3. Open space of various sizes in both Centers and suburbs, serving recreational functions and enhancing the City's appearance.
4. Industrial areas throughout the City at locations convenient to places of residence, transportation facilities and freight facilities.
5. A comprehensive transportation system including: an improved highway and freeway system; a rapid transit network with feeder lines, peripheral parking and local buses; other appropriate forms of local bus and taxi service; bikeway systems; a region-wide air terminal system and a freight movement and terminal system.

The suburbs are a key feature of the Concept. They are identified as those portions of the City with environments originally created for, and expressly protected for lower density family living. Many older close-in neighborhoods as well as those on the fringes of the City have suburban characteristics. Therefore, the Concept designates as suburban all such residential areas.

Convenience retail services will be provided to suburban residents by local shopping areas designed to function efficiently and to be compatible with adjacent residential neighborhoods. A full range of public facilities and services will also be provided.

The automobile will continue to be the principal means of transportation in the suburbs, due to their lower densities of development. However, local bus and taxi service, innovative forms of transportation such as jitneys or dial-a-ride buses will be provided wherever feasible. Bikeway systems to permit safe riding of bicycles for transportation, recreation and health, will be established.

The suburbs will also contain the bulk of the City's open space, including neighborhood, community and regional parks and recreational sites, scenic preserves and specialized recreational facilities such as bikeways and equestrian trails.

Most industrial development will be located outside of Centers. Zoning provisions will assure the development of industrial areas in a manner compatible with adjoining residential uses.

The Concept diagram illustrates 56 Centers, of which 37 are located within the City of Los Angeles. Centers will vary in size, shape and intensity. They will be the dominant physical elements in the City.

A typical Center will function as a focal point for adjacent suburbs and nodes and will have a "core" of about one-quarter mile radius containing a rapid transit station, high-rise office structures, department stores, hotels, theaters, restaurants and government offices. The core will function on a three-dimensional basis, with controlled use of air rights. Schools, churches, government offices, public facilities and housing can be located on upper levels of commercial buildings. The design of major

developments will make provision for adequate usable open space, child care facilities, and other desirable conveniences.

Within the core, nearly complete separation of vehicles, transit and pedestrians is envisioned. Automobiles and delivery trucks will utilize the ground level. Pedestrian circulation will be at the second floor level. An auxiliary transit system will be linked to the pedestrian system. The needs of the bicyclist will be considered in the design of each Center. The Center's circulation system should be related closely to adjacent suburbs and nodes so as to decrease the need for long distance commuter travel.

Centers may include one or more local concentrations called "nodes". A node distinctly separated from the Center is termed a "satellite". Nodes and satellites will be connected to the rapid transit station in the core and to each other by a grade-separated auxiliary transit system.

In the "Regional Core" comprised of the Downtown, Wilshire, Miracle Mile, Hollywood and Beverly Hills Centers, together with intervening and peripheral areas, a much higher density of population and employment is designated than elsewhere in the City. This growth pattern is consistent with established trends in land use and development.

ELEMENTS OF THE CONCEPT

This section sets forth policies and features for the Concept in terms of the General Plan elements. Carrying out these policies will involve a continuous process of balancing private development with public circulation and service facilities. A high quality environment must also be achieved and maintained.

Land Use

The Land Use Element is intended to guide the locations, densities and building intensities of housing, commerce, industry and open space. Land should not be developed to intensities which overburden circulation and service facilities.

HOUSING

Policies

It is the City's policy that:

1. A range of housing types, densities and costs be encouraged. Where appropriate in Centers, housing is to be intermixed with compatible non-residential uses.
2. Planned residential developments be encouraged.
3. Innovations and prefabrication in housing construction consistent with Los Angeles City building standards be encouraged.

4. Improved standards be developed for housing (medium density in particular), involving usable open space, noise reduction, privacy, durability and ease of maintenance.
5. Desirable single-family residential neighborhoods be preserved. Deteriorating residential neighborhoods are to be rehabilitated at similar densities through programs of conservation, rehabilitation and rebuilding.
6. Available means, including government assistance programs, be utilized to increase the supply of housing for low and moderate income families.
7. In every community throughout the City, there be provided, on an equal opportunity basis, a wide range of choice among quality housing alternatives for individuals and families of all incomes, races, ages and household types.

Features

In Centers, housing will be in the form of medium and high density apartments. In the larger Centers, most residential structures will be medium-rise with a height of four to eight stories or high-rise with a height of nine stories or more. Housing may also occupy the upper floors of high-rise commercial buildings. Controls will be applied to major apartment complexes in order to assure compatibility with surrounding developments and adequate open spaces on their sites.

In suburbs, most single-family neighborhoods will be preserved. New hillside housing will for the most part be clustered so as to minimize grading and reserve a maximum amount of land for outdoor living.

Wherever possible, deteriorated single-family neighborhoods will be rehabilitated or rebuilt with the same type of housing. Where necessary, appropriately located single-family areas will be rebuilt with townhouses that will provide amenities of single-family living at moderately higher densities.

In most communities, apartments and townhouses in the suburbs will be low-medium density and three stories or less in height. They will usually be located near local commercial areas.

COMMERCE

Policies

It is the City's policy that:

1. High-intensity commercial facilities, in general, be located in Centers near rapid transit stations. Multiple function buildings are to be encouraged.
2. Local commercial facilities and services be provided for in residential neighborhoods, as specified in area plans.
3. Poorly located commercial strips along major highways be eliminated to the extent feasible.

4. Commercial facilities be made compatible with adjacent residential areas by urban design techniques such as landscaping, buffering, performance standards and review of development plans.

Features

Commercial uses in Centers will consist mainly of business offices, department stores, specialized shops and services, entertainment facilities and convenience retail facilities for their residents. Centers will offer desirable sites for major corporations. These facilities will provide a wide range of job opportunities in sales, services, management, entertainment and governmental administration.

In suburbs, community business districts will serve as the focal points for local shopping, civic and social activities. Neighborhood shopping facilities will provide convenience services, in some cases on deepened and rebuilt commercial strips. Some other commercial strips will be converted to automobile-oriented commercial facilities.

INDUSTRY

Policies

It is the City's policy that:

1. Industrial lands necessary to the economic health of the City be designated and reserved.
2. Industrial districts be located accessible to places of residence or to transportation facilities serving residential areas.
3. Industrial facilities be made compatible with adjacent residential areas by urban design techniques such as landscaping, buffering, performance standards, and review of development plans.
4. New and diversified business and industry be encouraged to locate in the City through public and private programs, including assistance in site selection and development.

Features

Industrial districts, where possible, will be clearly defined, being separated from residential, commercial and other uses by means of freeways, flood channels, highways and other barriers. Further protection will be provided to adjacent land uses by means of zoning requirements for landscaped buffer areas, increased setbacks and service roads. Most new manufacturing areas will be developed as industrial parks, with controlled site and building design, restricted access and adequate parking areas.

Because of the comparatively low employment density of most industrial districts, it will not usually be feasible to serve them by rapid transit. Several industrial districts adjacent to Centers will accommodate high-intensity operations such as research and development, and will be served by the transit stations in the Centers.

OPEN SPACE AND RECREATIONAL LANDS

Policies

It is the City’s policy that:

- 1. Neighborhood parks and recreational sites be provided within walking distance of residents. Community parks offering recreational facilities and programs for all age groups are to be provided at convenient locations. Public facilities and lands are to be made available for supplemental recreational use, where feasible.
- 2. The development of regional parks with specialized recreational facilities be promoted. Optimum public use is to be made of the mountains, beaches and ocean.
- 3. Open spaces be preserved in their natural state where appropriate. New small open spaces of various types are to be promoted in Centers. Scenic and historic sites are to be preserved and restored.
- 4. Standards for the location, size and type of each recreational facility and program be developed based on the varying needs of different groups.

Features

An open space network will extend throughout the City, containing parks and recreation facilities of all types as well as important geographical features. It will serve as a major organizing element for the City’s form, separating incompatible uses, defining neighborhoods and communities and integrating urban development with the natural landscape.

In Centers, most new open space will be provided in the form of small plazas which may occupy landscaped rooftops. In suburbs, local parks will be located in all neighborhoods and communities.

Large areas in the mountains will be incorporated into the open space system. Privately owned golf courses should be conserved. Flood control channels, power line rights-of-way, and strips adjacent to freeways will be landscaped and used to connect other open spaces.

CIRCULATION

The Circulation Element is intended to guide the location and characteristics of transportation facilities linking parts of Los Angeles with each other and other parts of the metropolitan area.

Policies

It is the City’s policy that:

- 1. A rapid transit system is essential to the achievement of the General Plan. Such system is to interconnect Centers throughout the City and include auxiliary local systems in the larger Centers.

- 2. Regular bus service be provided on major and secondary highways in suburban areas; other appropriate forms of local service, such as buses, taxis, jitneys or dial-a-ride, should be provided, particularly in Centers.
- 3. The City’s freeway and highway system will continue to be a major component of the City’s transportation system. Better use of the highways and freeways is to be achieved through advanced traffic control systems and exclusive lanes for buses and car pools.
- 4. Other transportation system modes, including truck, rail, harbor and air, be developed as an integral part of the circulation system.
- 5. Legislation setting acceptable standards for air and noise pollution by all types of vehicles be supported.
- 6. Land not be developed to such intensities that the traffic generated will exceed the capacity of the circulation system or be otherwise detrimental to the environment.
- 7. Full integration of all modes of transportation be effected.
- 8. Bicycle systems supplement local transportation.

Features

The rapid transit system will be in the form of a network connecting the Centers. It will operate in its own grade-separated right of way, either above or below ground depending upon local conditions. It will utilize the most advanced equipment and propulsion methods available. For the most part, stations will be confined to Centers in order to avoid delays due to numerous stops. Several “park and ride” stations will serve commuters from outlying areas.

While serving the ridership needs is the paramount goal, existing rights of way, including railroads and freeways, will be utilized wherever possible to minimize additional property acquisitions.

An integral part of the rapid transit system will be auxiliary local systems connecting stations in Centers with their nodes. The auxiliary systems also operate on their own rights of way and provide frequent service on a 24-hour basis. Alternative modes of transportation will enable people to travel conveniently between Centers and their adjacent nodes and suburbs. The core of the Center will become a hub of the transportation system. The pedestrian circulation system in Centers will be grade-separated from streets, and will provide access to the rapid-transit system or to parking garages located on the periphery of the Center. This will allow easy transfer from one type of vehicle to another.

The automobile, modified to conform to the adopted air quality standards, will continue to be the dominant form of transportation in Los Angeles. This dominance must be progressively

reduced for environmental reasons and to achieve a better balance in the total transportation system. Future traffic loads will require improvement in the freeway and highway system. Peak hour congestion on major thoroughfares will be relieved by the diversion of commuters to the rapid transit system.

Appropriate types of bus and other forms of public transportation will be utilized to meet the special needs of various communities and to link communities to their adjacent Centers.

The role of the bicycle will be enhanced by the provision of bicycle parking facilities and the acceptance of this type of vehicle as part of the transportation system.

The demand for air travel will be met by the use of several airports, including Los Angeles International, Ontario, Van Nuys, Palmdale and Hollywood-Burbank. Heliports will be provided, consistent with safety and noise standards, as necessary to meet the demand.

The harbor, railroads and trucking will continue to be the primary elements in the freight distribution system. Railroads will be grade-separated from all highways. Truck routes will be designated. The rapid transit system may be used to haul light freight during the night.

SERVICE SYSTEMS

The Service-Systems Element is intended to serve as a guide to the location, development and improvement of public facilities and services.

Policies

It is the City's policy that:

1. Standards for public facilities and service be continually reviewed and improved.
2. Related public facilities be located in clustered groupings, to provide maximum user convenience and achieve economies in site utilization.
3. Coordination of services and integration of facilities and work forces of different public agencies be encouraged to promote economy of operations.
4. Municipal services be provided to all segments of the City's population on the basis of need and the City's ability to finance.

Features

Standards for the Service-Systems Element will be tailored to the Concept. These standards will be determined in the preparation and revision of the various technical elements of the General Plan. The compact, densely populated Centers will require different

standards than the suburbs. A municipal office complex is envisioned for each Center, containing offices of appropriate agencies. Standards for facilities in the suburbs will closely resemble those previously developed, but clustering will be encouraged.

ENVIRONMENTAL

The Environmental Element is intended to provide a policy guide upon which to base decisions affecting the quality of the urban environment, whether it be natural or man-made, social or physical. Open space is a significant environmental feature as well as a major land use category.

Policies

It is the City's policy that:

1. Environmental quality be a major consideration in all land development actions.
2. Conservation of energy resources be a critical criterion in the evaluation of all proposed developments.
3. In the collection and disposal of solid waste, the City use those methods which are most effective and economical and least detrimental to the environment.
4. Conservation of all water resources, including imported water, groundwater, and wastewater be facilitated and encouraged and the maintenance of high quality water for domestic use be ensured.
5. The unique qualities of forests, soils, fisheries, ecologically important areas, and archaeological sites and paleontological deposits be continued to be recognized, preserved and protected for all future generations.
6. Noise criteria and performance standards be applied to reduce the negative psychological and physiological impacts of noise on City residents.
7. Necessary actions be taken to reduce the risk of life, property loss and interruption of essential services that could result from landslides and earthquakes.

Features

Programs will be developed which will ensure the conservation and managed utilization of natural resources (air, water, soils, fisheries, wildlife habitats, mineral deposits, and energy). They will also include consideration of geologic and seismic hazards and the effect of man-made pollution such as noise.

Potentially adverse development will be diverted from environmentally sensitive areas. Wherever urban development occurs, strong measures shall be taken to mitigate detrimental impacts.



77 02300

U.C. BERKELEY LIBRARIES



C123321011

Tom Bradley, mayor

CITY COUNCIL

John S. Gibson Jr., president

Ernani Bernardi

Marvin Braude

David S. Cunningham

Edmund D. Edelman

Robert Farrell

John Ferraro

Gilbert W. Lindsay

Donald D. Lorenzen

Louis R. Nowell

Pat Russell

Arthur K. Snyder

Robert J. Stevenson

Joel Wachs

Robert M. Wilkinson

Burt Pines, city attorney

Charles Navarro, controller

City Planning Commission

Fred E. Case, president

Suzette Neiman, vice president

Leonard Levy

Sherrill D. Luke

Peter Marcuse

Department of City Planning

Calvin S. Hamilton, director

Frank P. Lombardi, executive officer

Glenn F. Blossom, city planning officer

This Concept was originally developed under the direction of the City Planning Commission. Supervising staff included . . .

Advance Planning Division

Arch D. Crouch, division head

Comprehensive Plan Task Force

G. David Lessley, senior city planner

Policies Team

Eloise S. Blake, city planner

Public Facilities and Transportation Team

Maurice Z. Laham, senior city planner *

Design Team

Robert F. Dannenbrink, senior city planner *

The Concept was revised under City Council direction, principal staff participants included . . .

Citywide Planning and Development Division

Glenn O. Johnson, division head

Environmental Unit

Arden E. Stevens, senior city planner

Eloise S. Blake, city planner

Pat Cerny, report typing

*former employee

INSTITUTE OF GOVERNMENTAL STUDIES LIBRARY
109 PHILOSOPHY HALL
UNIVERSITY OF CALIFORNIA
BERKELEY, CA 94720

Graphics Section

Gene Wolfe, graphics supervisor

Phil Watson, publications unit head

Rey Hernandez, layout and design

Oscar Joyner, cartographic unit head

Joyce O'Dell, cartography

Kathleen Wilson, typesetting

APPROVED: CITY PLANNING COMMISSION
ADOPTED: CITY COUNCIL

8-6-70
4-3-74

for further information regarding this plan,
please contact:

Raymond I. Norman, Secretary, City Planning Commission,
485-5071, refer to C.P.C. 20553